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AUTHOR Collins, Raymond C.
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ABSTRACT

A nationwide survey was conducted to determine the staff salaries of local Head Start programs during the first 2 months of 1990. Survey questions elicited: (1) background data on the Head Start agency, such as type of program, enrollment, budget, and number of staff; (2) information on the education component, including number of teachers, length of employment, educational requirements, and salary; (3) teacher turnover information; (4) information on other staff positions, such as home visitors, assistant teachers, education coordinator, health staff, social services and parent involvement staff, and Head Start director; and (5) starting salary information for the local school district or other community agencies that employed staff comparable to those in the Head Start program. A total of 644 Head Start grantees and delegate agencies responded to the survey, or 34 percent of the 1,868 Head Start programs. Responses were received from all 50 states and from Puerto Rico. Major findings discussed in this report concern teachers' salaries, regional variation, state variation, funded enrollment and teachers' salaries, teachers' salaries by program auspices, teacher salary trends, teacher turnover, other staff salaries, fringe benefits, starting educational levels, minimum wage, and sole source of family income. Recommendations are offered. Appendices provide supporting data tables and the 101-item questionnaire. (RH)

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Head Start Salaries

1989-90 Staff Salary Survey

Summer 1990

Jim Matlack

National Head Start Association
Alexandria, Virginia

Head Start Salaries

1989-90 Staff Salary Survey

Prepared by

Raymond C. Collins, Ph.D.
Collins Managment Consulting, Inc.
415 Church Street, N.E., Suite 101
Vienna, VA 22180-4750

for the

National Head Start Association
1220 King Street, Suite 200
Alexandria, VA 22314
703/739-0875

Preface

The effectiveness of Head Start is generally attributed to its emphasis on early intervention and supporting parents and family, its comprehensive approach, and its widespread community support. These are the key elements of the Head Start model, but there is another important reason for Head Start's twenty-five year legacy of success -- the tens of thousands of dedicated men and women who lovingly deliver Head Start's comprehensive services. These teachers, bus drivers, cooks, social workers, parent educators, health coordinators, directors and others are an essential ingredient in Head Start's effectiveness.

It is Head Start staff, nearly one-third of whom are former Head Start parents themselves, who form the relationships with children and families and who provide the services that help them reach their full potential. In recent years, however, many Head Start programs have raised concerns that Head Start salaries, always low, have become so bad that they threaten the program's ability to recruit and maintain the staff who are so necessary for the delivery of high-quality Head Start services.

In response to these concerns, the National Head Start Association undertook a comprehensive salary study in the fall of 1989 to assess the true status of the Head Start salary structure. This lengthy questionnaire, which addressed the four Head Start components was mailed to all programs in late December with a request that it be returned by January 31, 1990. That more than 640 Head Start grantees would respond so quickly is an indication of the seriousness of the salary issue for these programs.

We are indebted to the hundreds of Head Start administrators across the country who took the time to complete the survey, and to Ray Collins, of Collins Management Consulting, Inc., who analyzed the data and prepared the report. This report represents the first published national study of Head Start salaries across components. We are hopeful that the findings will be helpful to policy makers, advocates, and local programs in their efforts to ensure high-quality services to at-risk children and families and to obtain decent, competitive salaries for the staff who provide those services.

Eugenia Boggus
President

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Executive Summary

- The National Head Start Association conducted a staff salary survey of local Head Start programs during January-February 1990. A total of 644 or 34% of the 1,868 programs nationwide responded to the voluntary survey. This report presents the highlights of findings from the responding 50 states and Puerto Rico.

- Average enrollment in reporting programs was 276, compared with an average nationwide enrollment in Head Start of 242. Larger programs were slightly more likely to report. Based upon the enrollment figures and the proportion of Head Start grantees and delegate agencies participating in the study, indications are that the findings generally reflect the salary conditions nationwide.

- Head Start teachers are employed an average of 190 days during the year. Public school teachers in the same communities are also employed an average of 190 days per year. Head Start teachers work approximately the same number of hours per year that public school teachers work.

- Head Start teachers receive *average* salaries of $11,859 per year. *Starting* salaries of public school teachers (kindergarten or first grade) are $19,586 per year. Head Start teachers are paid only 61% of the beginning salaries of their public school counterparts.

- Starting salaries for other Head Start staff are significantly lower than staff salaries reported for comparable positions in the public schools or other community agencies (Home Visitor, 54%; Education Coordinator, 54%; Health Coordinator, 62%; Social Services Coordinator, 59%; Parent Involvement Coordinator, 61%; and Head Start Director, 58%).

- Teacher turnover in Head Start programs averaged 19% as of fall 1989 and 25% at the time of responding to the survey. Although this is a sufficiently high level of turnover to warrant serious attention, these data suggest that Head Start has experienced more staff stability than child care programs generally. The National Child Care Staffing Study found that staff turnover nationwide had risen to 41% by 1988 from 15% in 1977.

- Warning signs of potential future staffing problems were suggested by reports from 29% of the programs that indicated teacher turnover had worsened as of fall 1989 compared with the previous year.

- Low salaries were cited as the primary reason for teacher turnover in 45% of reporting programs. Leaving for a better job was cited as the primary reason for teacher turnover in another 22% of programs.

- Another indicator of potential long term staffing problems was the apparent widening gap between Head Start teaching salaries and salaries in the public schools. Comparing data from the NHSA survey which covered the period 1989-90 with findings from a Head Start salary study conducted by the Administration for Children, Youth and Families for 1987-88, Head Start teachers fell further behind their public school counterparts. Head Start salaries stayed reasonably flat over the two year period (a 3% rise); public school teacher entry level salaries increased by a modest 7%.

Study Description

The National Head Start Association (NHSA) conducted a staff salary survey of local Head Start programs during January-February 1990. A copy of the survey instrument is contained in Appendix B.

The survey included the following types of questions:

- Background data on the Head Start agency, such as type of program, enrollment, budget and number of staff.
- Information on the education component, including number of teachers, length of employment, educational requirements, and salary.
- Teacher turnover information.
- Information on other staff positions, such as home visitors, assistant teachers, education coordinator, health staff, social services and parent involvement staff, and Head Start director.
- Starting salary information for the local school district or other community agencies who employed staff comparable to those in the Head Start program.

Collins Management Consulting, Inc. (CMC) was asked to analyze the survey responses and to prepare a summary report of the major findings (CMC had not been involved in the initial survey design or development of the questionnaire). This report was prepared by CMC's principal investigator for the study, Dr. Raymond C. Collins. Dr. Josephine Wilson and Mr. Timothy Haran assisted in data entry and analysis. We are appreciative of the support provided by Mr. Don Bolce of the National Head Start Association throughout the project.

A total of 644 Head Start grantees and delegate agencies responded to the survey or 34% of the 1,868 Head Start programs nationwide. Responses were received from all 50 states and from Puerto Rico. No responses were received from the District of Columbia or other jurisdictions. Considering the voluntary nature of the study, the length of the questionnaire (101 questions with multiple response options) and the quick turnaround requested, the response rate was reasonable.

A major methodological limitation of the study is the fact that the responses do not reflect a representative sample of Head Start programs. As a self-selected sample, the question is the extent to which respondents are representative of the Head Start universe nationwide or within particular states. Moreover, not all respondents completed all items, so there are missing data elements. We have attempted to take these considerations into account in the body of the report by providing comparative data about the total Head Start universe, where available, to enable the reader to make an informed judgment about the utility of specific findings.

While not technically representative of all Head Start programs, the reporting programs are believed to be generally similar to the Head Start universe. For example, funded enrollment in reporting programs on average was 276 children, only 114% of average funded enrollment in programs nationwide (242 children). There is a slight bias in the study sample in favor of programs with larger enrollment.

From a technical survey design standpoint, the wording of several items in the questionnaire could have been improved. Survey design posed problems in

three broad areas that future researchers on Head Start or other child care salary studies should keep in mind. First, non-comparability of item wording resulted in an overly conservative comparison of Head Start teacher salaries with teacher salaries in the public schools. It was necessary to compare *average* Head Start salaries with *starting* salaries in the public schools. This had the effect of understating the still considerable gap between Head Start and public school teacher salaries. Second, questions related to turnover may have failed to paint an adequate picture of this critical variable which recent research has shown to be highly correlated with program quality in early childhood programs. Third, a disproportionate amount of survey questions were devoted to staff positions other than teaching staff (or home visitors). While these staff play vital roles, the information yield at the margin was modest, since other staff salaries tend to be highly correlated with teacher salaries and account for a comparatively modest proportion of Head Start budgets. Furthermore, programs frequently failed to respond to all of the detailed questions about the other staff. Statistical calculations taking into account these missing values resulted in a few minor apparent discrepancies in percentage comparisons of other staff salaries with comparable salaries in the public schools or other community agencies (see Tables VIII and IX in Appendix A). Moreover, the overall reporting burden probably contributed to several respondents not completing full salary comparability information for teachers. In one state, none of the three reporting programs provided comparability information for teachers. In summary, a shorter, more tightly focused questionnaire with a better information yield would have been a pragmatic tradeoff.

Candid acknowledgement of these methodological limitations should not overshadow the significant achievements of the survey. The National Head Start Association is to be commended for its efforts to provide an independent assessment of salary conditions in the Head Start program. This study provides more information on Head Start salary levels and related issues than any previous research. It represents a useful complement to past research on this topic conducted by the Administration for Children, Youth and Families (ACYF). The NHSA study is a fruitful addition to the growing body of knowledge about child care costs and staffing variables that are associated with program quality.

CMC's conclusion is that the NHSA salary survey's principal outcomes generally present an accurate picture of salary conditions in Head Start nationwide. The 644 respondents, accounting for approximately one-third of grantees and delegate agencies, are a more than sufficient data base to support the study's findings and recommendations.

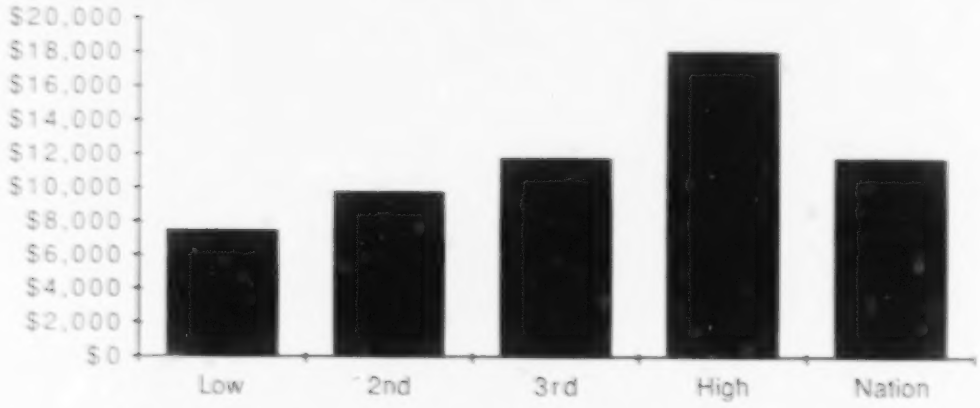
Major Findings

Teachers Salaries

The average salary of Head Start lead teachers in reporting programs was $11,859. Teachers in a majority of programs had average salaries of $10,793 or less. In more than three-fourths of reporting programs, average salary was below the nationwide mean, amounting to $11,845 or less. The conclusion is inescapable. Head Start teachers salaries are low in absolute terms and in comparison with comparable salaries in the community.

Chart 1 provides information on the distribution of average teachers salaries among four quartiles, ranging from lowest to highest grouping of reporting programs. Teachers salaries in the lowest one-fourth of Head Start programs averaged $7,578; in the highest quartile, the average was $18,180.

Chart 1. Average Head Start Teachers Salaries, by Quartile and Nationwide



In characterizing Head Start teachers salaries as low, the issue must be faced of what salary would be reasonable? Several factors are commonly taken into account. The first is comparability. What are early childhood staff playing comparable roles paid? The second is program effects on the children. Are salary levels adequate to support high quality programs? The third is appropriateness of the salaries in terms of realistic cost containment and corollary Head Start goals of holding the door open to employment of parents. These factors will be considered in turn.

1. Comparability. Implicit in the NHSA survey design was the assumption that Head Start teacher salaries, to some degree, should be comparable to salaries paid teachers in the public schools. The questionnaire asked what starting salary was paid by the local school system to a full-time kindergarten or first grade teacher with a bachelor's degree in primary/kindergarten education and no previous experience. Information was also collected on the number of hours worked per day, days of employment during the year, and other data on length of employment.

By this standard, Head Start salaries fell far short. Compared with *average* Head Start teachers salaries of $11,859, the *starting* salaries of public school teachers in those same communities averaged $19,586. Head Start teachers,

regardless of qualifications and years of teaching experience, are paid only 61% of the salaries of teachers with no prior experience entering the public school classrooms in kindergarten or first grade.

The salary discrepancy is not accounted for by Head Start teachers working a shorter year as is sometimes assumed. Both Head Start and public school teachers work an average of 190 days per year, and approximately 7 hours per day. Head Start teachers in reporting programs work an average of 1,338 hours per year; public school teachers in those same communities work 1,369 hours per year.

A common justification for the salary differential is the presumption that Head Start teachers lack the educational background and teaching qualifications of their public school counterparts. There is a paucity of systematic research on this topic, and the NHSA survey sheds little additional light. In general, it can be assumed from previous studies that the formal educational background of Head Start teachers falls short of the near universal college background and certification of teachers in the schools. However, 78.4% of Head Start teachers have degrees in early childhood education or have obtained the Child Development Associate (CDA) credential. In the absence of hard research evidence on the comparative teaching competence of Head Start and public school teachers, the latter data are probably the next best indication. This suggests that, in about three-fourths of Head Start classrooms, the teachers are reasonably well qualified in terms of their competencies in early childhood education and child development.

Some would contend that child care programs, rather than the public schools, should constitute the comparability standard. In the aftermath of the findings of the National Child Care Staffing Study, however, few would argue that Head Start programs should be held to the salary levels prevalent in run-of-the-mill child care programs. That study rated the quality of services provided by most child care centers as barely adequate. On average, child care centers had severe staffing problems, including staff turnover of 41% in 1988. The most important determinant of high turnover was low wages. Higher quality centers in terms of child outcomes had better wages, lower teaching staff turnover and better trained staff. Higher quality centers were also more likely to be accredited by the National Association for the Education for Young Children (NAEYC).

GAO did a survey of the costs of high quality child care centers by sending a questionnaire to 265 NAEYC accredited programs. The average salary for early childhood education teachers at reporting centers was $14,100. Salaries were higher in urban centers than in rural centers, $14,400 and $11,100, respectively. That study also collected comparison data on salaries of public elementary school teachers by geographic region. Table I compares child care and public school salaries from the GAO study (for 1987-88) with Head Start teachers salaries reported to NHSA (1989-90).

Table I. Salaries of Head Start, Child Care and Public School Teachers

Region	Head Start	Child Care	Public School
Northeast	12,507	15,500	30,200
Midwest	12,693	14,100	27,800
South	11,121	14,200	24,500
West	11,462	12,900	29,600

Sources: NHSA Salary Survey, 1989-90 data.

GAO Report, Early Childhood Education: What Are the Costs of High-Quality Programs?, 1987-88 data.

Head Start teacher salaries are consistently lower than teacher salaries in high quality child care programs. On a nationwide basis, Head Start teachers are paid only 84% of teachers in child care programs accredited by NAEYC (less than that if the two year discrepancy in the dates of data collection are taken into account). Child care teaching staff, however, typically work year round for 35 hours each week. If average primary school teacher salaries are used as the standard of comparison, Head Start teachers lag even further behind than is revealed by the NHSA survey data. Moreover, it cannot be assumed that salaries of early childhood teaching staff are adequate in either the public schools or child care programs. There is considerable attention being given nationally to the need to upgrade early childhood salaries in both child care and public school arenas as a means to achieve improved child and family outcomes, both over the short term and long term.

By any reasonable comparability criteria, the above analysis suggests that Head Start teacher salaries are insufficient.

2. Effects on children. No data are available that directly link Head Start salary costs to educational and developmental outcomes for children. It is known, however, that the research-oriented preschool programs that have produced lasting outcomes of social and economic significance are more costly than Head Start (for example, see Barnett and Escobar, 1987). The GAO study indicated that classroom teacher costs are also elevated for high quality child care programs. Head Start's total cost per child, $2,664 (for 1989) averages less than two-thirds of the amount GAO identified as the average cost of child care programs of high quality, $4,200 (for 1987-88), with an additional $600 for in-kind donations for rent or mortgage, repairs, equipment and materials.

The Child Care Staffing Study provides the most persuasive evidence on the relationship of teacher salaries to child outcomes. According to that report, teachers wages were the most important predictor for measures of quality associated with positive child development. Teachers with higher salaries were in better environments for children. That study found that salary influenced turnover which was detrimental to children. The best predictor of turnover was wages. Teaching staff earning $4 per hour or less left their jobs at twice the rate of those earning over $6. Children in centers with higher turnover spent less

time in social activities and more time in aimless wandering. Staff who remained in centers showed more appropriate caregiving and less detached behavior toward children.

The NHSA survey provided no new evidence linking staff salaries to outcomes for children (and their families). The strong inference based on related studies, nonetheless, is that teacher compensation is very likely associated with favorable program effects in Head Start in a similar fashion to other early intervention programs. A conservative interpretation would be that the burden of proof rests on those who would assert that adequate teacher salaries are *not* an essential prerequisite to upgrading quality in Head Start programs.

3. Appropriateness. In analyzing Head Start salaries and related issues, it is important to keep in mind the need for balance and the inevitability of tradeoffs between competing program objectives. The above considerations of comparability and effects on children point strongly toward increases in teacher salaries, although they do not provide unequivocal signposts of the amounts of such increases. The direction, however, is up and the order of magnitude is substantial.

The other side of the coin is the need for realistic cost containment. Dollars invested in improving staff salaries as well as other efforts to upgrade program quality compete with resources to increase enrollment toward the goal of universal Head Start. NHSA has taken a straightforward position in its Silver Ribbon Panel report that program expansion should never occur at the expense of quality. This does not resolve the issue, however. The question is what increases are justified in individual programs? How should Head Start programs at the community level balance these tradeoffs? What steps should the Federal government take to provide additional salary resources? What should be done at the state level? The NHSA salary survey findings do not provide a clear blueprint. However, pertinent study data organized by Federal Head Start Regional Offices and by state are presented later in this report to facilitate these deliberations.

A related issue is the longstanding Head Start practice of providing employment opportunities for parents. In fact, 35% of staff are parents of current or former Head Start children. This is both an outgrowth of Head Start's genesis as an anti-poverty program and an important dimension of parent involvement. A typical progression is for a parent to begin by volunteering in the classroom, with many later becoming employed as a teacher aide or in other staff positions. Some progress to the role of Head Start teacher, and CDA training has been an important avenue of such upward career development. A number of parents have risen to positions of prominence in their Head Start programs, in other community agencies and to state and national leadership roles.

A concern expressed from time to time is that Head Start staff might become overly "professionalized" as a result of setting the educational or credentialing requirements for teachers "too high" or as a byproduct of escalating salaries. The fear is that this might undercut the rapport that staff tend to have with parents that is a critical ingredient in the "spirit" of Head Start that undoubtedly contributes to the program's success and popularity. A related fear is that the upward mobility path to parents might be blocked as salaries and staff benefits increase. Resolving this issue is outside the scope of the NHSA survey. It should be noted, however, that there are no research data supporting the view

that these developments have actually occurred in Head Start up to the present. Nor is CMC aware of anecdotal or case study information along these lines.

On a hypothetical basis, the argument could be made just as readily that increases in Head Start salaries might provide an incentive for parents to strive even more aggressively to pursue Head Start staffing paths to upward mobility. Rather than stifling career development among program participants, resources invested in staff salaries might promote it. This is akin to the logic underlying most employability training and placement programs, including JOBS. Better compensation provides incentives to low income parents, just as it does to other segments of American society. Wages at poverty or near poverty levels may provide lesser incentives and insufficient economic security to AFDC recipients to stimulate them to make the effort to get off welfare. There are a number of major national research projects exploring this issue at present and much remains to be learned. The current state of the art, however, lends weak or no support to the view that higher salaries would be a threat to upward mobility, and, if anything, points in the other direction.

A plausible interpretation would be that, to the extent that there are genuine grounds for caution that Head Start salaries might become "too high," teachers salaries at present are far below the threshold at which such adverse forces might come into play.

Regional Variation

Head Start is administered at the Federal level by ten Regional Offices of the Office of Human Development Services, ACYF's parent agency, in the Department of Health and Human Services. In the Head Start Bureau at ACYF's Central Office, two administrative units have oversight of programs affecting Indians and migrants, the Native American Programs Branch and the Migrant Program Branch, respectively. NHSA salary findings by region are presented in Table II. The information provided by respondents for Indian and migrant programs was not sufficient to assign them to the appropriate Central Office units, so such programs are included with other grantees and delegate agencies in the state/region in which their reporting office is located.

Head Start teachers salaries range from and average of $10,027 in Region 8 to $13,641 in Region 2. Compared with public school starting salaries, the salary gap ranges from 56% (Regions 1, 4, 8 and 9 are tied at the low end) to 68% in Region 5. At best, Head Start teachers are only paid about two-thirds of their counterparts in the public schools, even by the excessively conservative standard of comparing average and beginning wages.

Table II. Head Start Salary Survey, Summary Teacher Data by OHDS Region

Region *	Head Start Teachers Average Salary	Public School Teachers Starting Salary	Head Start as % Public School Salaries
1	11,502	20,566	56
2	13,641	21,165	64
3	12,172	20,413	60
4	10,564	18,899	56
5	13,142	19,303	68
6	10,522	17,388	61
7	11,921	17,924	67
8	10,027	17,965	56
9	12,771	22,835	56
10	11,069	18,972	58

* OHDS Regional Offices are located in the following cities: Region 1, Boston; Region 2, New York; Region 3, Philadelphia; Region 4, Atlanta; Region 5, Chicago; Region 6, Dallas; Region 7, Kansas City; Region 8, Denver; Region 9, San Francisco; and Region 10, Seattle.

State Variation

The most useful comparison of Head Start salaries is at the state level. Table III provides data on teachers salaries in Head Start and the public schools by state. For most states, the NHSA salary survey elicited sufficient responses that it is reasonably safe to assume that the data, although not representative in a statistical sense, provide an accurate picture of salary conditions in the typical Head Start program.

A total of 644 programs responded or 34% of the programs nationwide, ranging from a low of 14% of program respondents by state to a high of 67%. In absolute numbers, only one program reported in Vermont while 48 reported in California. The largest states in terms of Head Start enrollment consistently had substantial numbers of respondents. Both numbers and percent of responses by state are reported to enable the reader to take into account the extent to which the data are likely to reflect conditions statewide.

Funded enrollment in Head Start averages 242, compared with 276 in reporting programs. While such a modest bias in favor of programs with larger enrollment would be expected to have little influence on national findings, the discrepancy at the state level could be important. As noted below, funded enrollment is one of the factors associated with differential salary levels. Head Start average funded enrollment in reporting programs as a percent of average funded enrollment among all programs within the state is reported. This ranges from a low of 54% (meaning smaller programs tended to respond to the NHSA study)

to a high of 343% (predominantly larger programs responding). Strong biases toward larger programs reporting (i. e., ratios over 200%) occurred only in atypical states (Alaska, Rhode Island and Puerto Rico). The reader should use the funded enrollment ratio as a further guide to the representativeness of the findings.

Head Start average salary by state ranged from a low of $7,863 in Mississippi (only 38% of public school starting levels) to a high of $16,926 in Michigan (85% of public school teacher beginning salary). Alaska barely edges out Mississippi with the lowest salary ratio of 37%. However, the low number of survey returns from Mississippi and Alaska and the fact that respondents tended to be from programs atypical in size for those states, makes the findings somewhat questionable in terms of their representativeness. West Virginia surpasses Michigan with the highest salary ratio of 95%; however, this seemingly favorable finding for Head Start has less significance than on the surface. West Virginia has the lowest beginning public school teachers salaries in the nation.

Table III. Head Start Salary Survey -- Teachers Salary Data by State

States *	Head Start Teachers Avg. Salary	Public School Teachers Start Salary	Head Start as % Public School Salary	Total # Programs	Reporting Programs	% Programs Reporting	Total Funded Enrollment	Average Funded Enrollment	Reported Average Enrollment	Reported Avg Enrollment as % Funded
AK	11,910	32,598	37	11	3	27	1,600	145	352	242
AL	10,142	18,882	54	38	11	29	10,619	279	287	103
AR	10,116	16,495	61	24	11	46	6,345	264	357	135
AZ	11,785	20,128	59	34	10	29	9,226	271	294	108
CA	13,387	23,404	57	161	48	30	40,457	251	243	97
CO	9,444	19,964	47	29	15	52	5,213	180	255	142
CT	14,321	23,671	61	29	11	38	4,199	145	158	109
DE	8,056	19,765	41	6	2	33	1,036	173	315	182
FL	13,935	21,498	65	43	13	30	13,175	306	552	180
GA	9,755	18,799	52	43	10	23	11,048	257	369	144
HI	11,556	23,691	49	6	2	33	1,405	234	179	76
IA	12,226	17,954	68	22	13	59	3,785	172	220	128
ID	9,144	15,833	58	12	5	42	1,744	145	204	140
IL	13,394	18,924	71	88	23	26	22,888	260	473	182
IN	10,432	19,760	53	39	13	33	7,071	181	162	89
KS	15,061	20,204	75	23	7	30	3,401	148	133	90
KY	9,182	16,508	56	48	25	52	10,196	212	230	108
LA	8,788	16,292	54	44	15	34	10,501	239	347	145
MA	11,326	19,966	57	34	15	44	8,214	242	216	89
MD	16,173	22,687	71	31	10	32	5,890	190	178	94
ME	9,590	18,092	53	13	8	62	2,388	184	186	101
MI	16,926	19,910	85	85	25	29	21,323	251	315	126
MN	12,677	20,034	63	35	15	43	7,139	204	162	79
MO	11,361	18,171	63	23	8	35	8,783	382	308	81
MS	7,863	20,967	38	22	5	23	19,881	904	489	54
MT	8,528	16,931	50	16	6	38	2,266	142	143	101
NC	10,768	19,661	55	48	18	38	11,297	235	259	110
ND	11,919	16,229	73	12	7	58	1,424	119	83	70
NE	8,340	16,009	52	19	7	37	2,201	116	77	66
NH	10,780	19,400	56	6	2	33	748	125	146	117
NJ	13,705	22,697	60	33	10	30	9,651	292	227	78
NM	10,372	18,750	55	35	11	31	5,129	147	250	171
NV	8,065	20,367	40	5	3	60	792	158	91	57
NY	14,343	22,879	63	153	47	31	25,594	167	223	133
OH	11,078	18,549	60	78	34	44	22,203	285	317	111
OK	9,676	16,472	59	34	13	38	8,363	246	288	117
OR	11,149	19,196	58	32	16	50	3,796	119	179	151
PA	10,986	20,805	53	67	36	54	17,158	256	243	95
RI	9,813	19,737	50	8	4	50	1,588	199	404	204
SC	9,037	N/A	N/A	16	3	19	6,338	396	538	136
SD	8,410	16,300	52	13	6	46	2,183	168	203	121
TN	12,143	18,284	66	30	11	37	9,064	302	265	88
TX	12,892	18,940	68	84	18	21	29,015	345	360	104
UT	11,238	17,117	66	14	7	50	2,769	198	259	131
VA	11,058	20,708	53	37	19	51	5,532	150	157	105
VT	13,000	17,000	76	7	1	14	872	125	30	24
WA	11,677	18,206	64	46	13	28	6,223	135	150	111
WI	16,000	19,017	84	42	8	19	7,605	181	240	133
WV	15,013	15,809	95	28	9	32	4,008	143	142	99
WY	10,482	18,650	56	6	4	67	835	139	170	122
PR	9,565	11,750	81	35	8	23	19,781	565	1,939	343
DC	N/A									
Other	N/A									
TOTAL	11,859	19,586	61	1,868	644	34	452,314	242	276	114

* No reports were received from the District of Columbia or other jurisdictions.

PR = Puerto Rico

N/A = Not Available (i. e., not reported or insufficient information to calculate)

Funded Enrollment and Teachers Salaries

It is widely assumed that salaries in Head Start are higher in larger programs. In fact, the relationship is not that simple. In the NHSA survey, the programs with the smallest average funded enrollment paid the highest average teachers salaries. Table IV reports funded enrollment and teachers salaries by enrollment quartile. The smallest one-fourth of reporting programs had an average funded enrollment of 60 children and paid Head Start teachers an average salary of $13,134. After that, salaries rose by size of funded enrollment. The second quartile had an average enrollment of 128 children and paid $10,826. However, among the largest programs, with an enrollment of 697, salaries were only $11,967.

The salary gap between Head Start and public school teachers salaries followed a parallel pattern. The gap was narrowest among the smallest programs, with Head Start teachers earning 68% of their public school counterparts. The gap was greatest among the second quartile of programs with average enrollment of 128 children, where Head Start teachers earned average wages only 54% of beginning salaries paid kindergarten and first grade teachers.

A possible explanation of the apparent anomaly in salary trends is the confounding of enrollment size with other variables, such as program auspices. School systems, for example, are overrepresented among small grantees and delegate agencies. While school systems accounted for only 17% of all reporting programs, they comprised 35% of programs in the small program (average 60 funded enrollment) category. As noted below, Head Start teachers are relatively highly paid in school systems.

Table IV. Funded Enrollment and Teachers Salaries by Enrollment Quartile

Average Enrollment *	Head Start Teachers Average Salary	Public School Teachers Starting Salary	Head Start as % Public School Salaries
60	13,134	19,634	68
128	10,826	20,023	54
228	11,418	19,072	59
697	11,967	19,643	62

* Average funded enrollment by enrollment quartile.

Teachers Salaries by Program Auspices

The teacher salary comparability gap varied considerably according to the administrative auspices of the program sponsor of the Head Start grantee. Head Start teachers had relatively higher salaries in programs administered by the public schools, with a corollary influence on the cost structure of those programs. Public schools paid Head Start teachers 74% of kindergarten or first grade teacher salaries. Not surprisingly, Indian Tribes paid the lowest salaries

at only 54% of the public school salary rate. Perhaps most seriously, community action agencies (CAAs), the largest group of Head Start grantees, paid only 55% of public school salaries.

Table V. Head Start Salary Survey, Summary Teacher Data by Auspices

Program Auspices *	Head Start Teachers Average Salary	Public School Teachers Starting Salary	Head Start as % Public School Salaries
CAA	10,607	19,303	55
Public School	14,782	20,100	74
Government	11,346	18,492	61
Nonprofit (SP)	11,529	20,073	57
Indian Tribe	9,820	18,294	54
Nonprofit (MP)	12,276	18,684	66
Other	12,445	20,793	60
Nation	11,859	19,586	61

* CAA = Community Action Agency
SP = Single-purpose Nonprofit Organization
MP = Multi-purpose Nonprofit Organization

Teacher Salary Trends

NHSA salary survey data permit an analysis of trends in Head Start salaries over time. Comparing data from the NHSA survey which covered the period 1989-90 with findings from a Head Start salary study conducted by the Administration for Children, Youth and Families for 1987-88, Head Start teachers fell further behind their public school counterparts. While the two surveys are not strictly comparable, the differences in methodology tend on balance to *understate* the salary gap.

The ACYF study collected data on beginning Head Start teachers with a bachelor's degree in early childhood education compared with a beginning public school kindergarten teacher. The Head Start teacher earned $11,518 per year or 63% of her public school counterpart's annual salary of $18,350. Two years later, a Head Start teacher on average earned $11,859 or 61% of a kindergarten or first grade school teacher's salary of $19,586. Head Start salaries stayed reasonably flat over the two year period (a 3% rise); public school teacher entry level salaries increased by a modest 7%.

The ACYF study found that Head Start teachers worked slightly more hours per year than public school kindergarten teachers. On average, Head Start teachers at the time worked 1,311 hours per year; kindergarten teachers worked 1,299 hours. The NHSA survey found similar teacher work patterns in Head Start and the public schools, about 7 hours per day for 190 days per year. According to the 1989-90 study, Head Start teachers worked 1,338 hours per

year; public school teachers worked 1,369 hours per year. The discrepancy may be accounted for by the differing methodologies in the two surveys. Another possibility is that there was an actual slight decline in the comparative proportion of Head Start hours worked from 101% to 98%.

Teacher Turnover

Teacher turnover in Head Start programs averaged 19% as of fall 1989, reflecting the proportion of teachers who left during the summer. While this turnover rate is serious, the good news is that Head Start has experienced more staff stability than other child care programs. The National Child Care Staffing Study found that staff turnover nationwide had nearly tripled over a decade, from 15% in 1977 to 41% by 1988.

Turnover data in the NHSA survey were difficult to interpret. The turnover rate reflects responses by programs of the number of teachers from the 1988-89 program that did not return for the 1989-90 program in the fall divided by the total number of teachers reported for the current year. While that was the best available measure of turnover, it is somewhat misleading since the same total population of teachers was not necessarily in the program over the two year period. The number of teachers could have changed as a result of expansion or due to other factors. In the aggregate the distortion may not be great, but there is no way of knowing.

By the time of responding to the survey in January, however, teacher turnover had risen to 25%. This is a source of concern from two perspectives. First, teacher turnover is cumulative. Once an experienced teacher leaves, it takes several years for a new teacher to gain experience and to perform at the same level. A seemingly modest annual turnover becomes more critical over time. We have virtually no information about whether a core of qualified and experienced staff remain with turnover at the margin, or whether it is the experienced staff who are leaving. Second, turnover during the year has a far greater adverse effect on child outcomes than turnover over the summer when many Head Start programs close or greatly reduce operations. The high number of teachers leaving from the time programs opened in the fall (typically September-October) to January is a grave cause for concern. Does this mean the bulk of turnover occurs in the first third of the year? Does it mean the turnover rate is accelerating during the current year compared with previous years?

Further warning signs of potential future staffing problems were suggested by reports from 29% of the programs that indicated teacher turnover had worsened as of fall 1989 compared with the prior year. Low salaries were cited as the primary reason for teacher turnover in 45% of reporting programs. Leaving for a better job was cited as the primary reason for teacher turnover in another 22% of programs. The salience of the salary issue is further reflected by the fact that few respondents cited other reasons as the primary rationale for teacher turnover (alternate response options included poor benefits, job too demanding, limited career opportunities, and other).

While teacher turnover in Head Start is a source of concern and could become more so in the future, particularly in the light of program expansion, it is clear that program turnover is far more serious in other child care programs. Why is the Head Start staff picture relatively more stable? The NHSA survey does not provide sufficient information to resolve this issue. However, several possible explanations could be considered. The first is that the organizational climate or

"spirit" in Head Start may encourage staff to form a strong bond with the program. Despite low pay, Head Start teachers (and other staff) tended to indicate a high degree of job satisfaction in this study as in earlier research. The second is that the priority given to training, through CDA and other initiatives, may encourage teachers, in particular, to remain with the program. A third factor that may work to encourage staff stability is career development, past or prospective. Assistant teachers can realistically aspire to become teachers and this has been an avenue of upward mobility for many parents. Less is known about upward mobility paths for Head Start teachers either within the program or upon leaving it.

While Head Start can take credit for a relatively better record on turnover than other child care programs, the fact remains that a quarter of staff had left from the end of one operating year to roughly one-third of the way through the next year. If allowed to continue, this rate of turnover is sufficient to erode quality and to require substantial increases in CDA and other training resources to keep pace with the loss of qualified staff.

Other Staff Salaries

Starting salaries for other Head Start staff are significantly lower than salaries reported for comparable positions in the public schools or other community agencies. (Note: The survey asked about *starting* salaries for other positions -- *average* salaries for teachers. This supports a more direct match with other comparable salaries in the community.) Starting salaries for Head Start staff compared with starting salaries of persons exercising comparable responsibilities in the public schools (or other community agencies) are reported in Table VI. Salary discrepancies are as follows: Home Visitor, 54%; Education Coordinator, 54%; Health Coordinator, 62%; Social Services Coordinator, 59%; Parent Involvement Coordinator, 61%; and Head Start Director, 58%.

No comparable salary data are available for Assistant Teachers. This is an unfortunate oversight, since, after teachers, aides are the largest staff group. This is the position most likely to be occupied by a Head Start parent.

Table VI. Starting Salaries of Other Head Start Staff Compared with Comparable Positions in the Public Schools (or Other Agency)

Position	Head Start Salary	Public School Salary	Head Start Salary as % Public School Salary
Home Visitor	9,089	16,998	54
Education Coor.	14,886	27,806	54
Health Coor.	13,409	21,590	62
Social Serv. Coor.	13,541	22,837	59
Parent Inv. Coor.	12,364	20,350	61
Director	21,134	36,607	58
Asst. Teacher *	7,177	N/A	N/A

* The NHSA survey did not include comparability information for aides.

Other staff salaries by state are reported in the supporting data tables contained in Appendix A.

Fringe Benefits

Fringe benefits for all staff in Head Start tend to be roughly comparable in percentage terms to the fringe benefit rate for teachers in the local school system. Both rates run about 25% of salaries (assuming that the ways the two questions are asked in the NHSA survey are comparable). This obscures the reality that the value of the fringe benefits for Head Start staff is substantially lower in real terms. For example, 25% of an average Head Start teacher's salary of $11,859 results in a cost for fringe benefits of $2,965; 25% of a kindergarten teacher's beginning salary of $19,586 results in a cost for fringe benefits of $4,897. Head Start fringe benefits, like teachers salaries, are approximately 61% of those received by public school personnel.

Since Head Start salary schedules tend to be relatively flat, there is little increase in the value of fringe benefits over the course of a staff person's career. School system salary schedules (as reflected in the comparison of NHSA and GAO salary data cited earlier) tend to accelerate sharply. For example, average teacher salaries are approximately 150% of beginning salaries; salaries at the time of retirement, against which pension benefits are calculated, are higher still.

Another consideration is the lifetime value of fringe benefits as part of a total compensation package. Most school systems provide health and life insurance and retirement benefits (state and local educational agencies may supplement social security). Head Start programs do not uniformly provide health insurance and only rarely supplement social security.

Starting Educational Levels

The NHSA survey asked programs at what educational level they *usually* hired staff. The three most frequent responses for each staff position are reported in Table VII.

Table VII. Starting Educational Levels for Head Start Staff -- Three Highest Ranked Responses (as a % of responses) by Staff Position

Position	MA or Other	BA	AA	CDA	High School or GED + Training
Teacher		20		27	21
Home Visitor		17		17	34
Education Coor.	13	58		10	
Health Coor.	21	32			17
Soc. Serv. Coor.		46	10		24
Parent Inv. Coor.		36	10		31
Head Start Dir.	23	58			6

The most common education levels for initial hires were either a BA or a high school diploma (or GED) plus training. For educational staff, a CDA credential was often cited, representing 27% of the teacher hires. Head Start directors and Education Coordinators were generally hired with a BA, but a sizeable proportion had an MA degree (23% and 13%, respectively). Health Coordinators tended to be hired with a BA or "other" credential (usually nursing).

Minimum Wage

Fifteen percent of Head Start programs reported paying some staff less than $3.65 per hour. This ranged from 7% of programs in the highest staff salary quartile to 24% of programs in the lowest quartile. Nationwide, 3% of staff were paid less than $3.65 per hour. This ranged from 1% of staff paid below minimum wage in the one-fourth of programs paying the highest salaries to 6% of staff receiving less than $3.65 per hour in the low salary quartile.

Sole Source of Family Income

Low staff salaries in Head Start place many families at poverty or near poverty levels. This is compounded by the fact that for 36% of Head Start staff, the Head Start salary constitutes the sole source of family income.

Recommendations

The NHSA salary survey provides additional insight into staff compensation in Head Start programs and confirms much of what was known earlier. Head Start salaries are substantially below comparable salaries in the community (less than two-thirds of comparable salaries for all categories of staff). While in proportional terms, fringe benefits appear equitable, in absolute terms the picture is even worse. There is a significant shortfall in fringe benefits on an annual basis and the gap grows much greater when considered from the perspective of lifetime compensation and economic security.

Low Head Start salaries are the single most important factor leading to staff turnover. In contrast to run-of-the-mill child care programs, turnover in Head Start is not nearly as devastating. Turnover is more worrisome than might appear on superficial examination, however. Staff in Head Start programs nationwide are leaving at higher rates than just a few years ago. Moreover, increasing numbers of staff are leaving during the operating year, when their departure has the most adverse impact on children's functioning. Three months into program operations, one staff person in four had left who were there in the spring of 1989. Even more serious, nearly a third of Head Start programs report steadily worsening turnover over the past two operating years.

While this study provides more information on Head Start salary levels and related issues than any previous research, there are key missing items. These critical data gaps include: 1) the factors that contribute to differential salary levels *among* Head Start programs (the findings suggest that there is a relatively high degree of consistency *within* an individual program); 2) criteria to judge the adequacy of salary comparability between Head Start and the public schools (and other agencies in which comparable positions might be found); 3) information on fringe benefits and other factors that add up to a total compensation package; 4) turnover (who leaves and who stays; what factors contribute to turnover, etc.); 5) recruitment, career development and training practices, particularly as they affect parents who are staff or who are seeking to be hired in the program; and 6) the implications of Head Start salaries and related issues for costs, personnel policies and training.

Two principal recommendations flow from these findings:

1. **ACYF and local Head Start programs should be encouraged to review staff compensation with the goal of moving toward comparability of both salaries and fringe benefits.**

2. **ACYF should be encouraged to launch a study of Head Start salaries and related issues. The aim of such research should be to confirm the findings of the present study and to probe in greater depth the relationship of staff compensation and turnover to program quality in Head Start.**

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Appendix A

SUPPORTING DATA TABLES

Table VIII. Comparable Salaries by State -- Home Visitor, Education Coordinator, & Health Coordinator

States *	Home Visitor Salary	Comparable Salary	Home Visitor as % Comp. Salary	Educ. Coor. Salary	Comparable Salary	Educ. Coor. as % Comp. Salary	Health Coor. Salary	Comparable Salary	Health Coor. as % Comp. Salary
AK	9,520	11,024	59	22,856	22,429	102	22,856	30,568	93
AL	N/A	N/A	N/A	12,144	22,814	66	10,900	20,037	68
AR	7,409	10,441	71	13,596	26,981	53	12,113	19,232	73
AZ	8,797	12,646	69	17,946	34,267	76	17,471	18,841	119
CA	10,761	19,719	60	16,430	29,714	67	15,883	25,600	69
CO	N/A	N/A	N/A	14,719	29,318	70	10,262	19,016	54
CT	9,968	17,463	77	20,778	30,407	68	14,688	22,768	71
DE	N/A	N/A	N/A	14,936	37,474	45	11,726	19,702	71
FL	14,820	N/A	N/A	18,441	29,804	57	16,131	28,988	61
GA	8,000	N/A	N/A	12,816	21,579	66	12,251	12,652	179
HI	10,500	20,268	54	15,000	29,140	56	12,000	19,200	63
IA	8,636	18,000	40	13,387	24,931	54	11,728	17,134	72
ID	5,110	10,053	67	12,379	24,456	61	11,395	17,282	64
IL	9,445	21,158	45	17,344	26,108	61	15,073	20,922	74
IN	9,270	17,204	60	11,943	28,527	56	12,891	16,457	106
KS	7,958	18,000	44	14,034	30,500	59	10,643	18,973	60
KY	7,490	11,760	70	12,331	26,160	63	12,282	21,460	67
LA	4,460	N/A	N/A	11,244	29,767	38	10,457	21,973	42
MA	10,719	19,000	68	18,976	36,141	56	17,447	27,964	68
MD	9,157	20,325	45	18,237	40,000	54	15,234	N/A	N/A
ME	8,728	16,950	67	16,575	28,873	54	16,037	14,255	109
MI	8,601	16,458	70	16,077	25,520	56	15,435	19,848	71
MN	9,983	15,209	76	14,150	26,673	53	11,644	20,565	60
MO	8,185	6,912	95	14,681	24,078	63	14,505	21,800	70
MS	N/A	N/A	N/A	15,273	29,914	53	15,836	19,383	91
MT	7,260	16,433	44	9,981	28,707	39	9,007	18,777	57
NC	7,717	19,053	40	13,065	23,839	56	12,313	22,637	60
ND	17,250	17,250	100	11,288	23,208	69	12,226	16,714	82
NE	4,550	16,235	28	11,948	20,420	59	7,750	15,518	87
NH	9,853	15,930	65	12,854	24,960	58	14,000	28,000	50
NJ	9,506	N/A	N/A	21,222	40,087	57	20,739	31,933	63
NM	6,714	19,718	35	13,290	27,408	49	11,012	21,246	59
NV	N/A	N/A	N/A	11,466	23,658	47	12,857	24,053	51
NY	9,927	18,897	52	16,545	29,781	59	14,323	23,051	70
OH	8,149	16,186	62	15,673	30,640	54	12,034	22,188	60
OK	4,881	16,600	29	12,292	21,172	59	11,504	19,172	69
OR	9,357	21,718	52	13,539	32,359	40	13,239	27,407	60
PA	8,685	18,894	49	14,411	29,954	53	13,434	23,882	61
RI	8,332	19,500	49	14,777	34,667	46	14,206	22,737	63
SC	N/A	N/A	N/A	12,040	N/A	N/A	10,094	N/A	N/A
SD	7,875	16,170	50	14,270	24,421	64	16,577	16,827	77
TN	8,060	18,021	28	13,486	24,643	80	13,432	20,684	66
TX	9,829	16,303	72	15,714	19,386	70	12,483	16,734	74
UT	7,762	17,250	43	12,553	22,435	51	12,436	21,063	57
VA	9,898	18,060	68	12,753	27,483	46	10,498	19,490	66
VT	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
WA	11,311	N/A	N/A	13,852	36,646	55	12,226	17,221	81
WI	9,591	17,198	70	14,238	23,944	80	16,509	23,589	76
WV	8,807	10,744	84	13,337	17,735	72	12,354	17,645	73
WY	10,014	18,525	54	8,594	23,850	49	6,341	20,925	31
PR	8,600	12,000	72	10,434	14,741	72	9,247	13,161	78
DC									
Other									
TOTAL	9,089	16,998	54	14,886	27,806	54	13,409	21,590	62

* No reports were received from the District of Columbia or other jurisdictions.
PR = Puerto Rico
N/A = Not Available (i. e., not reported or insufficient information to calculate)

Table IX. Comparable Salaries by State -- Social Services Coordinator, Parent Inv. Coordinator, Head Start Director

States *	Social Serv. Coordinator Salary	Comparable Salary	Soc. Serv. as % Comp. Salary	Parent Inv. Coordinator Salary	Comparable Salary	Parent Inv. as % Comp. Salary	Head Start Director Salary	Comparable Salary	H. S. Director as % Comp. Salary
AK	22,856	22,031	88	11,000	N/A	N/A	26,943	47,140	76
AL	10,707	22,796	58	8,861	22,006	51	19,988	32,847	66
AR	12,877	17,159	72	13,718	20,096	84	17,724	35,417	52
AZ	19,582	19,000	N/A	14,378	22,092	88	27,988	52,780	54
CA	14,987	23,466	70	12,184	21,259	67	27,561	43,071	66
CO	12,087	22,786	54	12,165	22,324	72	20,197	40,169	51
CT	12,779	24,261	59	10,742	19,736	70	28,212	39,226	75
DE	13,186	19,827	48	11,726	19,702	71	20,288	35,500	56
FL	17,375	29,267	63	16,318	20,076	65	27,346	39,402	65
GA	12,953	18,467	84	14,685	14,934	111	19,968	31,598	68
HI	15,000	27,660	54	N/A	N/A	N/A	24,224	35,454	68
IA	11,724	17,928	69	9,778	24,273	52	18,093	32,215	58
ID	11,159	20,586	50	9,359	14,280	62	17,751	38,175	44
IL	16,764	24,461	70	16,065	21,000	53	21,220	38,913	56
IN	12,575	19,954	73	11,697	16,000	80	19,071	33,344	65
KS	9,051	21,000	48	7,500	15,250	100	16,446	32,396	51
KY	10,734	25,898	57	9,826	21,804	57	19,636	36,169	56
LA	9,176	25,429	35	10,204	34,321	53	15,383	35,453	46
MA	18,273	31,813	63	16,410	18,250	164	25,044	40,161	67
MD	16,942	10,261	94	16,397	22,610	70	22,698	47,613	54
ME	16,589	31,016	50	15,206	22,880	79	21,197	41,300	51
MI	16,288	22,139	62	14,055	20,176	81	27,301	37,667	69
MN	11,498	18,811	59	9,582	8,880	72	20,271	35,606	57
MO	13,168	21,656	61	13,351	18,431	83	21,425	42,762	46
MS	16,125	21,711	83	13,803	28,641	57	25,956	33,955	75
MT	11,193	21,870	43	7,955	13,670	77	15,085	36,100	39
NC	12,487	19,528	66	13,152	19,239	65	17,808	30,524	61
ND	9,846	18,782	53	14,675	17,875	82	16,875	28,564	52
NE	6,868	14,829	57	6,735	13,798	51	12,052	32,264	33
NH	12,854	N/A	N/A	N/A	N/A	N/A	20,749	45,000	55
NJ	20,395	33,726	61	18,580	28,936	74	27,642	49,656	51
NM	10,032	22,414	42	12,127	22,281	56	17,641	33,789	54
NV	12,510	24,553	49	12,410	21,106	33	19,765	27,254	76
NY	15,421	25,294	66	13,688	22,628	70	21,752	38,367	60
OH	12,620	21,122	66	13,146	21,868	65	22,593	36,103	63
OK	12,486	19,393	73	10,881	21,183	61	17,648	31,814	62
OR	12,326	27,209	56	6,509	14,250	101	18,783	40,302	50
PA	14,011	22,196	64	12,834	21,207	72	20,383	38,009	55
RI	15,784	27,467	62	11,080	N/A	N/A	23,140	48,333	49
SC	10,312	21,000	50	10,462	N/A	N/A	12,394	34,750	29
SD	13,708	21,994	83	14,726	17,500	77	18,934	28,652	64
TN	13,733	22,592	61	12,290	22,548	62	19,261	32,431	67
TX	11,092	13,442	86	11,703	18,872	71	20,752	30,574	76
UT	12,979	21,732	58	11,407	19,088	58	21,363	36,200	47
VA	10,070	23,902	48	10,202	25,240	42	16,459	34,865	50
VT	N/A	N/A	N/A	N/A	N/A	N/A	18,000	28,000	64
WA	13,546	30,441	56	10,430	19,030	53	23,201	39,381	70
WI	15,405	25,320	59	11,318	24,960	45	20,915	36,006	58
WV	12,668	15,614	92	14,113	15,893	88	16,394	24,286	77
WY	7,803	16,420	47	8,350	14,280	40	17,082	30,850	42
PR	8,859	10,070	75	8,832	14,120	68	13,943	18,963	73
DC									
Other									
TOTAL	13,541	22,837	60	12,364	20,350	61	21,134	36,607	58

* No reports were received from the District of Columbia or other jurisdictions.
PR = Puerto Rico
N/A = Not Available (i. e., not reported or insufficient information to calculate)

Appendix B

NATIONAL HEAD START ASSOCIATION
1989-90 Staff Salary Survey
Survey Instrument

PRESIDENT'S OFFICE
888 Whiteside Road
Pittsburgh, PA 15219
412-665-3900
Fax 412-231-0402

NATIONAL HEAD START ASSOCIATION

NATIONAL OFFICE
1220 King Street
Suite 200
Alexandria, VA 22314
703-739-0875
Fax 703-739-0878

Board of Directors
President
Vice President
Secretary
Assistant Secretary
Treasurer
Parliamentarian
Executive Director

December 20, 1989

Dear Head Start Director:

As part of its efforts to upgrade the salaries of Head Start staff across the nation, the National Head Start Association is conducting a national Head Start salary survey. This information will be used to document the level and comparability of Head Start salaries in all components and to assess the impact of Head Start salaries levels on staff turnover. The enclosed 1989 Staff Salary Survey has been mailed to every Head Start program in the country in an effort to collect comprehensive information on Head Start salaries.

Please complete this questionnaire and mail it to NHSA by January 31, 1990. We are aware that you have many pressing responsibilities and the enclosed questionnaire is lengthy. We know you agree that Head Start staff salaries are an important issue. Please take the time to fill out this survey. This survey will provide NHSA with invaluable information as it advocates for support and funding for salary comparability.

The coming year is especially important to us as we celebrate Head Start's Twenty-Fifth Anniversary and Head Start faces reauthorization in Congress. The results of this study will be made public in the spring of 1990 during these important activities. Your data will help us tell our story to the country.

All information will be kept confidential and will only be presented in summary form. The agency name and Grant Number will be used for coding and separating information and will not be shared with other organizations.

I want to thank you in advance for your time and effort in completing this survey. With the participation and support of the Head Start community, we can ensure that Head Start programs are provided the resources needed to provide high quality services to Head Start children and families.

Sincerely,

Eugenia Boggus

Eugenia Boggus
President

enc.

NATIONAL HEAD START ASSOCIATION
1220 King Street, Suite 200, Alexandria, Virginia 22314
Telephone: (703) 739-0875 / Fax: (703) 739-0878

1989-90 Staff Salary Survey

I. HEAD START AGENCY INFORMATION

1. Agency Information

   a. Agency Name (optional)_____
   b. H.S Grant # (optional)_____ c. State_____
   d. Cong. District(s)_____ e. Region_____

2. Funded Head Start Enrollment_____

3. Service Area (check all that apply):
   a. _____Urban
   b. _____Rural
   c. _____Suburban

4. TYPE OF PROGRAM (check one)
   a. _____CAA b. _____School Board
   c. _____Government d. _____Single Purpose Non-profit
   e. _____Indian Tribe f. _____Other
   g. _____Multipurpose Non-profit (other than CAA)
   h. _____Single Purpose Non-profit

5. Head Start Budget Information

   a. Federal Funds $_____

   b. State/local Funds $_____

   c. Inkind $_____

6. a. Total amount allocated for salaries $_____

   b. Total amount allocated for benefits $_____
   [i.e., FICA, Health Insurance, Workers Compensation, Unemployment, other]

7. Total Number of Head Start Staff_____

8. Number of staff who are paid less than $3.65/hr_____

9. Number of staff who are sole source of income for their family _____
   (i.e., single parents, etc.)

II. EDUCATION COMPONENT

10. No. of Teachers_____

11. Length of Employment:
    a. Hours employment/day_____
    b. Days employment/week_____
    c. Weeks employment/year_____
    d. Days employment/year_____

12. Minimum education/credentials required for employment as Teacher:
    a. ___None
    b. ___H.S./GED
    c. ___H.S./GED + training and/or experience
    d. ___CDA
    e. ___12 college units
    f. ___24 units
    g. ___A.A.
    h. ___B.A.
    i. ___M.A.
    j. ___other credential or permit (describe:_____)
    k. ___other (describe:_____)

13. Starting Salary of Head Start Teacher in your agency (hour/annual)
    a. Teacher with H.S./GED i. $_____hr/$ ii._____year
    b. Teacher with CDA i. $_____hr/$ ii._____year
    c. Teacher with A.A i. $_____hr/$ ii._____year
    d. Teacher with B.A i. $_____hr/$ ii._____year
    e. Teacher with M.A i. $_____hr/$ ii._____year

14. At what level do you **usually** hire starting teachers?_____
    (Chose letter from #12 above)

15. What is the highest salary a teacher **can** earn in your agency?
    a. $_____hr b. $_____year
    c. How many years does this require?____
    d. What education/credential is required?____

16. What is the **average** salary of the teachers currently employed in your agency?
    a. $_____hr b. $_____year

TEACHER TURNOVER

17. How many teachers from the 1988-89 program did not return for the 1989-90 program this fall?_____

18. How many teachers have left your program since October 1, 1989?____

19. How many teachers left the program during the 1987-88 program year?____

20. How many teachers from the 1987-88 program did not return for the 1988-89 program in the fall of 1988?____

21. How many teacher vacancy positions do you have at the present time?
    _____no. of vacancies

22. What are the primary reasons for teacher turnover? (Rank in order of priority - 1 is the highest)?
    a.___low salary b.___poor benefits c.___job too demanding
    d.___limited career opportunities
    e.___left for better job f.___other

23. Other comments_____

HOME VISITORS

24. Do you operate a home based program ____yes _____no

If no, go on to question #32

25. Number of Home Visitors_____

26. Home Visitor Length of Employment:
    a. Hours employment/day_____
    b. Days employment/week_____
    c. Weeks employment/year_____
    d. Days employment/year_____

27. Minimum education/credentials required for employment as Home Visitor:
    a. ___None
    b. ___H.S./GED
    c. ___H.S./GED + training and/or experience
    d. ___CDA
    e. ___12 college units
    f. ___24 units
    g. ___A.A.
    h. ___B.A.
    i. ___M.A.
    j. ___other credential or permit (describe:_____)
    k. ___other (describe:_____)

28. Starting Salary of Home Visitor in your agency (hour/annual)
    a. Lowest Starting Salary i.$_____/hr ii.$_____/year
    b. Highest Starting Salary i.$_____/hr ii.$_____/year

29. At what education level do you usually hire starting home visitors?___
    (Choose a letter from #27 above)

30. What is the highest salary a home visitor can earn in your agency?
    a. $_____/hr b. $_____/year
    c. How many years does this take?____

31. What is the starting salary for a comparable position in your local school district or other agency?
    a. $_____/hr b. $_____/year
    c. position title_____
    Type of agency:c. _____school district d. _____other

HEAD START ASSISTANT TEACHERS

32. Number of Number of Assistant Teachers_____

33. Minimum education/credentials required for employment as an Assistant Teacher in your program: .
    a. _____none
    b. _____training and/or experience
    c. _____H.S. diploma/GED
    d. _____H.S. diploma/GED + training and/or experience
    e. _____some college
    f. _____A.A. degree
    g. _____other

34. What is the **lowest starting salary** of an Assistant Teacher in your program?
    a. $_____/hr b. $_____/year

35. Assistant Teachers Experience:
    a. How many have less than one years experience?_____
    b. How many have less than two year experience?_____

36. How many Assistant Teacher vacancy positions do you have at the present time?_____

37. What are the primary reasons for Assistant Teacher turnover? (Rank in order of priority - 1 is the highest)?
a.___low salary b.___poor benefits c.___job too demanding
d.___limited career opportunities
e.___left for better job f.___other

EDUCATION COORDINATOR

38. Education Coordinator Length of Employment:
a. Hours employment/day_____
b. Days employment/week_____
c. Weeks employment/year_____
d. Days employment/year_____

39. Minimum education/credentials required for employment as Education Coordinator
a. ___None
b. ___H.S./GED
c. ___H.S./GED + training and/or experience
d. ___CDA
e. ___12 college units
f. ___24 units
g. ___A.A.
h. ___B.A.
i. ___M.A.
j. ___other credential or permit (describe:_____)
k. ___other (describe:_____)

40. At what level do you **usually** hire an Education Coordinator?____
(Choose a letter from #39 above)

41. What is the **lowest starting salary** for the Education Coordinator position in your program?
a. $_____/hr b. $_____/year

42. What is the highest salary the Education Coordinator position in your agency can earn?
a. $_____/hr b. $_____/year
c. How many years does this require?_____

43. What is the current salary of your Education Coordinator?
a. $_____/hr b. $_____/year
c. years in this position_____

44. Does your Education Coordinator have responsibilities for other component? (i.e., Ed.Coord/Parent Involvement or Ed. Coord/Special Needs, etc.)____yes ____no
If yes,
a. % of time devoted to education component_____
b. % of time devoted to other components_____
c. Other component __Special Needs __Parent Involvement
___Social Service ___Administration

45. How many Education Coordinators have you had since 1984?_____

46. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

III. HEALTH COMPONENT

47. Health Coordinator Length of Employment:
a. Hours employment/day_____
b. Days employment/week_____
c. Weeks employment/year_____
d. Days employment/year_____

48. Minimum education/credentials required for employment as Health Coordinator:
   a. ___None
   b. ___H.S./GED
   c. ___H.S./GED + training and/or experience
   d. ___CDA
   e. ___12 college units
   f. ___24 units
   g. ___A.A.
   h. ___B.A.
   i. ___M.A.
   j. ___other credential or permit (describe:_____)
   k. ___other (describe:_____)

49. At what level do you **usually** hire your Health Coordinator?_____
   (Choose a letter from #48 above)

50. What is the **lowest starting salary** for the Health Coordinator position in your program?
   a. $_____/hr b. $_____/year

51. What is the highest salary the Health Coordinator position in your agency can earn?
   a. $_____/hr b. $_____/year
   c. How many years does this require?_____

52. What is the current salary of your Health Coordinator?
   a. $_____/hr b. $_____/year
   c. years in this position_____

53. Does your Health Coordinator have responsibilities for other component? (i.e., Health/Social Service or Health/Special Needs, etc.)_____yes _____no
   If yes,
   a. % of time devoted to Health component_____
   b. % of time devoted to other components_____
   c. Other component __Special Needs __Parent Involvement
      ___Social Service ___Administration
      ___Nutrition ___Mental Health

54. How many Health Coordinators have you had since 1984?_____

55. What is the starting salary for a comparable position in your local school district or other agency?
   a. $_____/hr b. $_____/year
   c. position title_____
   d. Type of agency _____school district _____other

OTHER HEALTH COMPONENT POSITIONS

56. Nutrition Coordinator
   a. Starting Salary i.$_____/hr ii.$_____/year
   b. Highest Salary i.$_____/hr ii.$_____/year

57. Health/Nutrition Aides
   a. Starting Salary i.$_____/hr ii.$_____/year
   b. Highest Salary i.$_____/hr ii.$_____/year

58. Cooks
   a. Starting Salary i.$_____/hr ii.$_____/year
   b. Highest Salary i.$_____/hr ii.$_____/year

IV. SOCIAL SERVICE COMPONENT

59. Social Service Coordinator Length of Employment:
   a. Hours employment/day_____
   b. Days employment/week_____
   c. Weeks employment/year_____
   d. Days employment/year_____

60. Minimum education/credentials required for employment as Social Service Coordinator:
   a. ___None
   b. ___H.S./GED
   c. ___H.S./GED + training and/or experience
   d. ___CDA
   e. ___12 college units
   f. ___24 units
   g. ___A.A.
   h. ___B.A.
   i. ___M.A.
   j. ___other credential or permit (describe:_____)
   k. ___other (describe:_____)

61. At what level do you **usually** hire your Social Service Coordinator?___
(Choose a letter from #60 above)

62. What is the **lowest starting salary** for the Social Service Coordinator position in your program?
   a. $_____/hr b. $_____/year

63. What is the highest salary the Social Service Coordinator position in your agency can earn?
   a. $_____/hr b. $_____/year
   c. How many years does this require?_____

64. What is the current salary of your Social Service Coordinator?
   a. $_____/hr b. $_____/year
   c. years in this position_____

65. How many Social Service Coordinators have you had since 1984?_____

66. What is the starting salary for a comparable position in your local school district or other agency?
   a. $_____/hr b. $_____/year
   c. position title_____
   d. Type of agency _____school district _____other

67. Social Service Aides/Workers
   a. Starting Salary i.$_____/hr ii.$_____/year
   b. Highest Salary i.$_____/hr ii.$_____/year

68. What is the starting salary for a comparable position in your local school district or other agency?
   a. $_____/hr b. $_____/year
   c. position title_____
   d. Type of agency _____school district _____other

V. PARENT INVOLVEMENT COMPONENT

69. Parent Involvement Coordinator Length of Employment:
   a. Hours employment/day_____
   b. Days employment/week_____
   c. Weeks employment/year_____
   d. Days employment/year_____

70. Minimum education/credentials required for employment as Parent Involvement Coordinator:
   a. ___None
   b. ___H.S./GED
   c. ___H.S./GED + training and/or experience
   d. ___CDA
   e. ___12 college units
   f. ___24 units
   g. ___A.A.
   h. ___B.A.
   i. ___M.A.
   j. ___other credential or permit (describe:_____)
   k. ___other (describe:_____)

71. At what education level do you **usually** hire your Parent Involvement Coordinator?____ (Choose a letter from #70 above)

72. What is the **lowest starting salary** for the Parent Involvement Coordinator position in your program?
a. $_____/hr b. $_____/year

73. What is the highest salary the Parent Involvement Coordinator position in your agency can earn?
a. $_____/hr b. $_____/year
c. How many years does this require?_____

74. What is the current salary of your Parent Involvement Coordinator?
a. $_____/hr b. $_____/year
c. years in this position_____

75. How many Parent Involvement Coordinators have you had since 1984?_____

76. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

77. Parent Involvement Aides/Workers
a. Starting Salary i.$_____/hr ii.$_____/year
b. Highest Salary i.$_____/hr ii.$_____/year

78. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

VI. OTHER POSITIONS

79. Head Start Director Length of Employment:
a. Hours employment/day_____
b. Days employment/week_____
c. Weeks employment/year_____
d. Days employment/year_____

80. Minimum education/credentials required for employment as Head Start Director:
a. ___None
b. ___H.S./GED
c. ___H.S./GED + training and/or experience
d. ___CDA
e. ___12 college units
f. ___24 units
g. ___A.A.
h. ___B.A.
i. ___M.A.
j. ___other credential or permit (describe:_____)
k. ___other (describe:_____)

81. At what education level do you **usually** hire your Head Start Director?___ (Choose a letter from #80 above)

82. What is the **lowest starting salary** for the Head Start Director position in your program?
a. $_____/hr b. $_____/year

83. What is the highest salary the Head Start Director position in your agency can earn?
a. $_____/hr b. $_____/year
c. How many years does this require?_____

84. What is the current salary of your Head Start Director?
a. $_____/hr b. $_____/year
c. years in this position_____

85. How many Head Start Directors have you had since 1984?_____

86. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

87. Secretary
a. Starting Salary i.$_____/hr ii.$_____/year
b. Highest Salary i.$_____/hr ii.$_____/year

88. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

89. Fiscal Officer
a. Starting Salary i.$_____/hr ii.$_____/year
b. Highest Salary i.$_____/hr ii.$_____/year

90. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

91. Bus Driver
a. Starting Salary i.$_____/hr ii.$_____/year
b. Highest Salary i.$_____/hr ii.$_____/year

92. What is the starting salary for a comparable position in your local school district or other agency?
a. $_____/hr b. $_____/year
c. position title_____
d. Type of agency _____school district _____other

Additional Comments

TEACHER SALARY COMPARABILITY (School District Data)

1. What is the starting salary your school system pays to a full-time kindergarten (first grade) teacher with a bachelor's degree in primary/kindergarten education and no previous experience as a teacher?
   a. $_____/hr b. $_____/yr

2. Public School Teacher Length of Employment:
   a. Hours employment/day_____
   b. Days employment/week_____
   c. Weeks employment/year_____
   d. Days employment/year_____

3. What is the highest salary your school system pays to a full-time kindergarten teacher with a bachelor's degree?
   Annual Salary $_____ How many years does this take?_____

4. What is the fringe benefit rate for teachers in your school system?
   (cost of fringe benefits/cost of salary x 100) _____%

5. What benefits does your school system provide teachers?
   a.___Medical Insurance
   b.___Dental Insurance
   c.___Life Insurance
   d.___Retirement (Other than FICA)
   e.___Other (describe:_____)

6. Is Insurance coverage continued through summer? i. ___yes ii. ___no

7. Cost of insurance **to employee** per month?$_____/month

8. Is dependent coverage available? i. ___yes ii. ___no

9. Cost of dependent coverage **to employee** per month? $_____/mo

RETURN ENTIRE SALARY SURVEY

TO

NHSA SALARY SURVEY
1220 KING STREET, SUITE 200
ALEXANDRIA, VA 22314